



HM Government

# Conflict, Stability and Security Fund: Annual Report 2016/17

A Cross-Government approach to tackling insecurity and instability

July 2017

# CSSF Annual Report 2016/17

## Conflict Stability and Security Fund: A Cross- Government approach to tackling insecurity and instability.

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## Foreword by the National Security Adviser



The Conflict, Stability and Security Fund (CSSF) helps tackle some of the most difficult problems in the world: saving lives, responding to crises and supporting stability. It is a unique and flexible instrument of Government policy and shows the practical results which can be achieved through bold use of Official Development Assistance (ODA) in support of objectives set by the National Security Council.

In all its work the CSSF promotes cross-Government integration and blends ODA and non-ODA eligible funding to achieve the most effective results. Whether working to protect citizens from serious and organised crime and terrorism, addressing threats to future stability through Countering Violent Extremism, tackling modern slavery or supporting peace processes and preventing conflict, the CSSF has made a substantial contribution to security and to Global Britain's role in the world.

This first annual report shows how the CSSF has delivered those objectives since it started operating in 2015 and has transformed delivery of UK conflict, peace-building, stabilisation and security activity overseas. It also underlines our commitment to ensuring that the CSSF is run in an open and transparent way. In line with that commitment, we are also increasing the amount of programme information available on gov.uk.

A handwritten signature in black ink, which appears to read 'Mark Sedwill'.

**Mark Sedwill**  
**National Security Adviser**

# CSSF Annual Report 2016/17

## Introduction

The CSSF was created to tackle fragility in conflict affected countries at the direction of the National Security Council (NSC) and to encourage departments to work closely together. In 2016/17 it delivered against two of the National Security Objectives outlined in the **Strategic Defence and Security Review** (2015). Programmes were designed against 37 Cross-Government strategies set by the NSC. The CSSF also deliver against the **UK aid Strategy** (where it contributes to three of the four objectives for aid), and funds activity which complements core Departmental work.

At the end of its second year, the CSSF has transformed departmental delivery of conflict, peace-building, stabilisation and security activity overseas. The CSSF blends Official Development Assistance (ODA) with other funding sources in one instrument. This enables a wider range of departments to deliver on what the NSC instructs them to do overseas and enables a more holistic and integrated UK approach to conflict and instability. As a result, the CSSF can respond to NSC priorities as they evolve during the year.

Combining multi-year activity with short term interventions and access to crisis reserves has ensured the Government can move quickly to deliver on unanticipated interventions. Amongst other achievements in 2016/17, the CSSF has supported stabilisation in Iraq and Libya, built more resilient communities in Jordan and Lebanon and deployed UK military personnel to UN peacekeeping missions in South Sudan and Somalia. It has supported the rescue of migrants from capsizing boats in the Mediterranean and built law enforcement capability to tackle organised crime in West Africa.

This report provides illustrative case studies to demonstrate how the CSSF has delivered against these strategic objectives set out in the Strategic Defence and Security Review and the UK Aid Strategy. For 2017/18 further detail will be published on gov.uk.

# CSSF Annual Report 2016/17

## Strategic Framework for the CSSF

In 2016/17 the CSSF was guided by the [Strategic Defence and Security Review](#) and delivered against three strands of the UK aid strategy: Strengthening global peace, security and governance; Strengthening resilience and response to crises; and Tackling extreme poverty and helping the world's most vulnerable (including the rights of girls and women).



**Figure 1. Numbers in this table have been rounded. Financial spend figures for the CSSF in 2016/17 are on pg 10 and subject to final departmental audit**

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## Key Facts and Global CSSF Programming in FY 2016/17

37 National Security Council Strategies covering 10 Regions and 70 countries

Total Spend in 2016/17 £1.1bn. The five largest CSSF country programmes (in red) by allocation in FY16/17 were: Afghanistan (£89.75m), Syria (£64m), Somalia (£33.5m), Jordan (£25.3m), Lebanon (£24m)

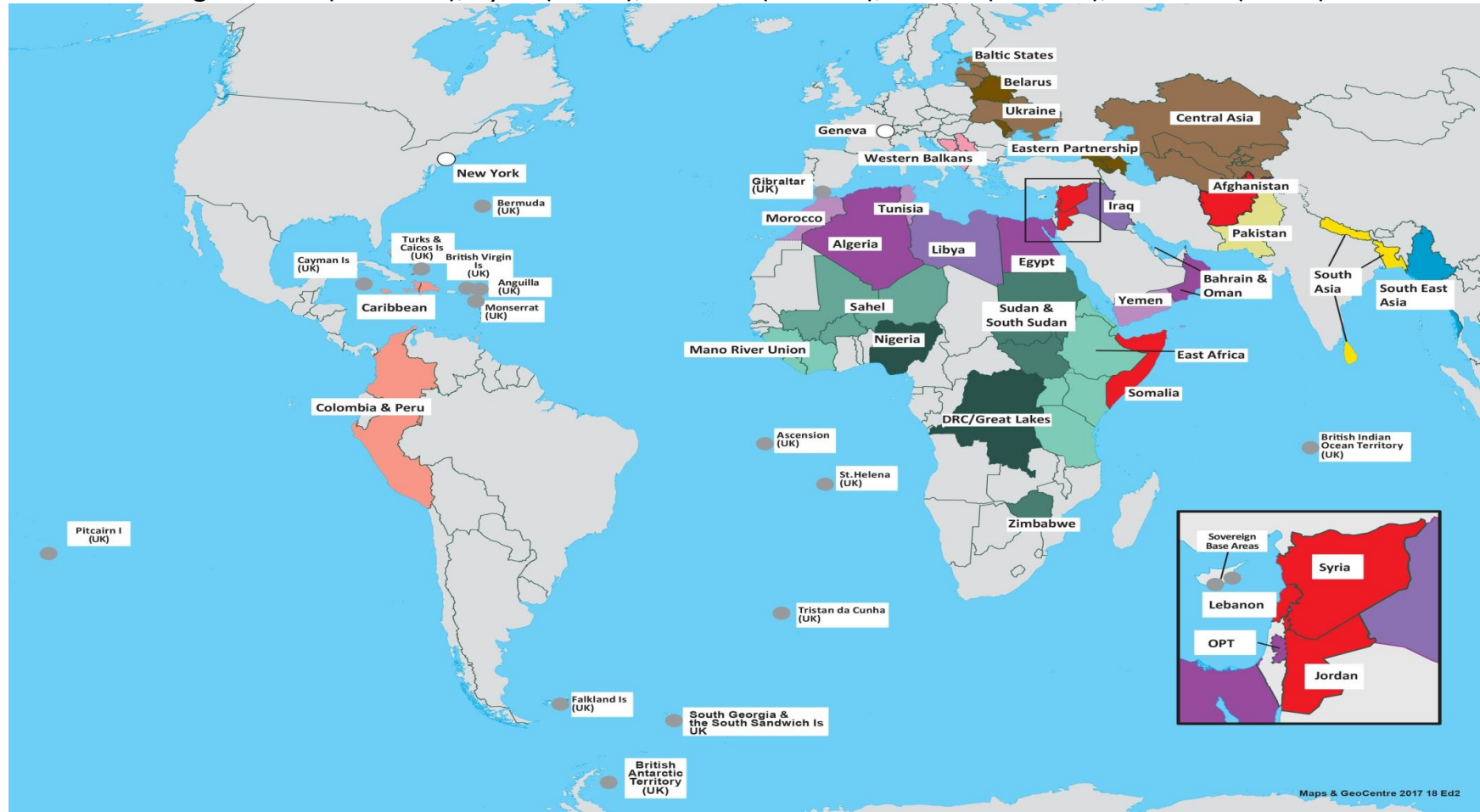


Figure 2: Geographic spread of CSSF programming in FY16/17

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## Headline Results

The CSSF supports the UK's National Security Objectives. The table below and the examples on the following pages illustrate the range of activity that the CSSF supports. More detailed information will be available on the .gov.uk website during 2017/18.

Table 1: National Security Objectives and CSSF illustrative results

National Security Objectives	Illustrative results achieved in 2016/17
<b>1a: Protecting the UK, Overseas Territories and British Nationals Overseas (new in 2016/17)</b>	Delivery of Security Needs Assessments for Overseas Territory governments which will be used to inform future programming; improved capacity of Police services in the Caribbean Overseas Territories and Bermuda Police Services to tackle firearm related violent crime; completion of a review of Search and Rescue at Sea operations and subsequent action reducing risk and liability.
<b>1d: Combating extremism and terrorism (new in 2016/17)</b>	<b>The Joint International Counter-Terrorism Unit (JICTU)</b> – programme funds support the Government's counter-terrorism strategy, CONTEST. Programme funds have improved aviation security in key locations; standards of criminal justice (investigation and prosecution); strength of borders and protective security; and responses to violent extremism. The overall objective is to address terrorist threats more effectively through human rights compliant approaches.
<b>1f: Serious and Organised Crime</b>	<b>PROJECT INVIGOR:</b> the UK law enforcement and criminal justice response to the Migration Crisis, which aims to undermine the business model of organised crime groups who facilitate illegal migration by tackling Organised Immigration Crime in source, transit and destination countries. It comprises officers from the National Crime Agency, Immigration Enforcement, Border Force, Crown Prosecution Service and Home Office. By the end of FY 2016/17, 63 organised crime groups had been disrupted thanks to intelligence developed, capacity-building delivered and joint investigations pursued by INVIGOR officers operating across 17 countries. INVIGOR assets have also contributed significantly to other successful disruptions by supporting wider law enforcement efforts. One operation in December 2016 led to the arrest of 24 members of an Organised Immigration Crime Group across <b>Greece and the UK</b> and dismantled four forged document workshops in Greece.
<b>1g: Crisis Response and Resilience</b>	Crisis funding was accessed three times during 2016/17. Funding of <b>Search and Rescue Vessels</b> (£14.3m from ODA crisis reserve) enabled the rescue of 7142 people from the central Mediterranean and Aegean seas.
<b>2b: Allies, partners and global engagement</b>	In 2016/17 CSSF support in Afghanistan supported the graduation of 999 recruits from the Afghan National Army Officer Academy; payment of 90% of police salaries directly to individuals through electronic funds transfer, thereby reducing the risk of corruption; and facilitated UK Ministry of Defence leadership of the Kabul Security Force (KSF), which provides security for NATO personnel based within the capital.
<b>2c: Strengthening the rules-based international order and its institutions</b>	The CSSF <b>Multilateral Programme</b> funded the <b>Strategic Force Generation and Capability Cell</b> in the UN Department of Peacekeeping Operations to generate pledges of uniformed peacekeeping personnel from Member States and ensure a smooth transition from pledges to deployment. <b>CSSF funding enabled the Cell to secure pledges of 274 military and police units from 65 countries; 23 units have already been deployed.</b>
<b>Women Peace and Security</b>	CSSF funding supported women's participation, leadership and empowerment in peace and security and decision making settings, including in <b>Burundi, Libya, Yemen, Pakistan</b> and the <b>Western Balkans</b> . Funding also supported legal action to address impunity for conflict-related sexual violence and provide protection for survivors in a range of countries including <b>Colombia, Mali, the Democratic Republic of Congo (DRC)</b> .
<b>2d: Tackling conflict and building stability overseas</b>	CSSF funding helped train and equip the <b>Syria Civil Defence</b> , also known as the White Helmets, to carry out search and rescue, fire-fighting and first aid. With CSSF support over 3,000 volunteers have been trained and over 85,000 lives have been saved to date.

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## **Accountability and Delivery**

The National Security Council (NSC), chaired by the Prime Minister, sets the direction and maintains oversight of the CSSF. **In 2016/17, two-thirds of NSC discussions led to changes in CSSF programming.** Ministers also set overall strategic direction for the Fund through NSC strategies, allocations and access to crisis funding. The National Security Adviser ensures the CSSF continues to deliver on NSC priorities.

### **NSC Strategies**

NSC Strategies bring together the UK's strategic objectives across Government in a comprehensive vision for a particular region, country or theme/issue. **All CSSF programmes must support the delivery of objectives in NSC strategies.** Strategies are updated on an annual basis unless changes in context require a more rapid review.

### **Allocations**

**Each autumn the NSC agrees the annual allocations for the CSSF.** This is preceded by a discussion among Permanent Secretaries. Bids for resources are reviewed against: UK priorities; whether the bid can credibly achieve impact; previous impacts and results; lessons identified; and departments' track record of programme and financial management. These questions shape the allocations for the next financial year.

As part of the spending review and Strategic Defence and Security Review, in January 2016 further responsibilities were allocated to the CSSF for 2016/17, including: Good Governance Funds in Eastern Europe and Western Balkans and North Africa; Migration; Counter Terrorism; and the Overseas Territories. The NSC also mandated expansion of CSSF support in Tunisia. In November 2016 the CSSF extended additional funding to support the political process in Colombia.

### **Crisis Reserve: ODA and Non-ODA**

The CSSF has access to up to £50m ODA via the ODA Crisis Reserve and £40m non-ODA crisis funding via the Rapid Response Mechanism (RRM). The RRM and the ODA Crisis reserve are available to fund specific, urgent and discrete interventions of less than 12 months duration which could not reasonably have been planned for through normal CSSF programming. The DFID Secretary of State and Chancellor of the Exchequer authorise access to the ODA Crisis Reserve. The Chancellor authorises access to the non-ODA RRM.

### **Role of the National Security Adviser**

The National Security Adviser (NSA) is the Senior Responsible Officer for the CSSF and is responsible for ensuring the NSC is kept informed about the Fund and that in turn Departments are delivering against the direction given to them by the NSC. The Deputy National Security Adviser chairs a Quarterly Review Panel to provide assurance to the NSA that the CSSF is delivering impact against NSC strategies.

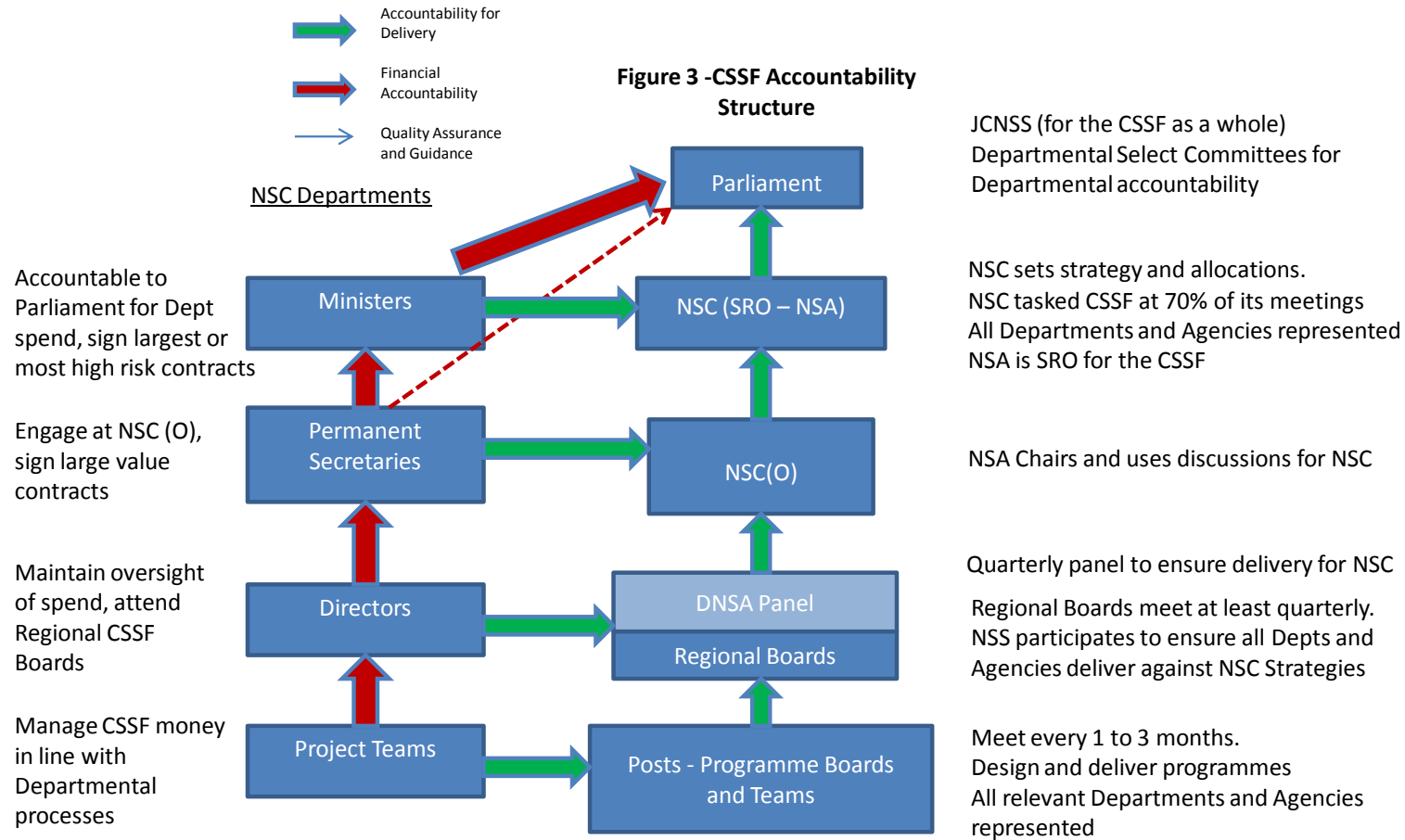
### **Accountability for Programme Delivery and Finance**

Accountability for delivering NSC strategic objectives through CSSF programmes runs from CSSF Programme teams, mostly based overseas, to the NSC. Managing expenditure remains the responsibility of Government Departments. Both chains are ultimately accountable to Parliament. The CSSF is scrutinised by Parliament via the Joint Committee on the National Security Strategy (JCNS). The Independent Commission for Aid Impact scrutinises CSSF ODA spend (see diagram below).

Regional or Cross-Regional Boards are accountable to the NSC for the delivery of NSC strategies and the CSSF. The Boards have cross-Whitehall representation at Director level, and are tasked with scrutinising impact, risk and finance on a quarterly basis. To ensure HMG is achieving its objectives and delivering effectively, risks and threats are identified early and adaptive programme management is pursued to mitigate risks. Delivery of the CSSF is delegated to programme teams, usually based in the country where the CSSF is seeking to have an impact. Heads of Mission chair Local Programme Boards, ensuring that all Departments deliver in an integrated and mutually reinforcing manner.



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## Delivery

The CSSF is delivered by programme teams, supported by London based teams and the Stabilisation Unit. There are a total of 360 staff in the CSSF network, with a mix of programme management and technical skills.

### Programme and Technical Standards

The National Security Secretariat Joint Programme Hub (JPH), located in the Foreign and Commonwealth Office (FCO), manages the CSSF, mandating minimum standards on programme design, management, procurement, training and monitoring. The JPH also provides extensive support and advice to the CSSF network through training, written guidance, technical assistance and support, network events and regular communications. It manages budget pressures across the CSSF and reports to the NSC through the National Security Secretariat in the Cabinet Office.

The Stabilisation Unit (SU) is a cross-government, civil-military-police unit. Its primary role is to provide expert advice to CSSF teams across HMG that work on issues surrounding conflict, stability, security and justice in fragile and conflict-affected states, championing an integrated approach, innovation and lessons learning, and demonstrating global leadership in the area of stabilisation through engaging with international partners. It is accountable to and takes its priorities from the NSC. Typically SU has over 100 experts deployed to UK Government or multilateral platforms in over 20 NSC priority countries at any one time, in addition to a 100-strong core staff made up from over 10 HMG Departments.

### Monitoring and Evaluation

Monitoring results is a core part of programme management in the CSSF. CSSF teams monitor their programmes regularly to track delivery and risk, maximise value for money and report results. Programme teams and Post, and Regional Boards are required to monitor programme and portfolio results on a quarterly basis. In some cases, where it is not possible to conduct robust monitoring through implementers or beneficiary feedback mechanisms, this involves monitoring programmes remotely through third party monitors. For example, in Pakistan, CSSF funded staff could not visit the majority of research studies, training sessions, campaigns and workshops on countering extremism funded by the CSSF, due to security constraints. Instead third party monitoring was used to improve project direction, track results and ensure value for money. As a result of feedback, the CSSF team requested changes to content and participants, which resulted in a more relevant and context specific approach.

All programmes are required to complete an Annual Review. Annual Reviews are conducted by a range of internal, external and mixed review teams. Decisions on team composition and review method are based on the programme's strategic importance, risk and value. The process of reviewing the 2016-17 CSSF portfolio is well underway, with reviews to be completed in time to be used as evidence in the CSSF allocations process for 2018/19 which will take place in autumn 2017. Summaries of these reviews will be published later in the year.

In-depth evaluations and reviews can be undertaken by cross-Departmental teams from within UK Government, using SU expertise or externally contracted providers. Teams can undertake additional evaluations or reviews in order to provide additional analysis or evidence to inform future programming decisions. For example, an independent evaluation of the CSSF Support to Emerging Governance Structures ("Tamkeen") programme in Syria was conducted in 2015. The evaluation concluded that there was evidence of the Tamkeen programme leading to better practice in local governance. The evaluation also identified important lessons that will inform delivery of Tamkeen's successor project, which will also be independently evaluated. Project monitoring will be supported by the Syria CSSF Independent Monitoring Programme.

Over the year the CSSF has strongly encouraged lesson identification, learning and application. Annual Reviews include questions on lessons learnt and any changes in evidence underpinning the programme's design and implementation. Bids for continued or new funding should be well evidenced and require identification and demonstration of lessons being applied. An annual workshop to share best practice across the network took place in July 2017 attended by over 170 members of programme, policy and technical staff from across Government.

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## Managing Risk and Responsibility to Do No Harm

The CSSF works in challenging operating environments which requires the UK Government to accept a degree of risk for much CSSF-funded activity. All teams are required to identify, mitigate and monitor associated risks, while Post and Regional Boards are required to review programme and portfolio risks on a quarterly basis. Decisions about how much risk is tolerable within different parts of the CSSF portfolio is delegated to Regional Boards and is based on the context, strategic priority, value and potential impact of programmes. Overseas Security and Justice Assessments (OSJAs) are completed for all activities engaging with security and justice sectors in order to assess human rights risks and identify any mitigating actions. Boards have a responsibility to ensure that OSJAs are in place for all programmes before activities commence. There have been cases across the CSSF where work has not been allowed to proceed as a result of pre-activity assessments and where environments have changed to such an extent that the risk threshold has been exceeded. This has led to activity being redesigned or stopped.

The CSSF has made conflict sensitivity and gender analysis mandatory to underpin CSSF programming, which ensures a higher level of awareness of threats and opportunities in the fragile contexts in which the CSSF operates. For example, it is well known that conflict and instability affects women and men differently and this can vary significantly depending on context. Consequently, understanding how gender can be meaningfully considered in peace-building processes is critical for their success.

Over the past year the CSSF has taken significant steps to mainstream gender-sensitivity in all our programmes. For example: the National Security Adviser requested that all NSC Strategies highlight gender relevant strategic objectives as part of their refresh; questions about gender sensitivity have been woven into every section of the CSSF Annual Review template. We have chosen to apply the International Development Act (Gender Equality) across all spend, including that which is not ODA eligible. The CSSF supports programme teams through the provision of guidance and expected standards, as well as by funding gender experts to provide technical advice and training.

## CSSF allocation and spend figures for 2016/17

The Fund comprises both ring-fences (e.g. assessed UN peacekeeping contributions) and certain operational funds for the Ministry of Defence (MOD) and discretionary programme spending. In 2016/17, the CSSF was allocated £1,111.3m. **Spend was circa £1104.2m (99.4% of target)** subject to final departmental audits. This was split between £517.8 m ODA and £586.4m non – ODA. **The CSSF also achieved 88% spend against the 90% ODA spending target.**<sup>1</sup> In FY16/17 the CSSF was the biggest spender of ODA in government outside the Department for International Development (DFID). It is the 21<sup>st</sup> largest ODA fund in the world.<sup>2</sup>

The CSSF has brought in additional UK Departments and Agencies that had not participated under the previous tri-Departmental Conflict Pool, including the **Home Office (HO), National Crime Agency (NCA) and Crown Prosecution Service (CPS)**. The work of these organisations has significantly increased within the CSSF at the direction of Ministers.

Table 2: CSSF Spend FY16/17 by Department

FCO	MOD	DFID	Others (HO, NCA, CPS)
£696.5m	£205.8m	£123.5m	£78.4m
63%	19%	11%	7%

<sup>1</sup> This contributes to the UK's commitment to spend 0.7% of GNI on aid (Official Development Assistance).

<sup>2</sup> Taking spend from OECD DAC figures for 2015 available here: <http://www.oecd.org/dac/development-aid-rises-again-in-2015-spending-on-refugees-doubles.htm>

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## Mode of implementation

CSSF programmes are delivered: using HMG assets and personnel; through multilateral organisations; through contracts with commercial or not-for-profit companies and organisations; and through grants with non-governmental organisations (NGOs) and locally based civil society organisations. For external delivery CSSF programmes used both commercial procurement and grant making to not-for-profit organisations.

Where companies and not-for-profit organisations are contracted to deliver activities commercially they are often engaged via the CSSF Procurement Framework. The Framework is formed of three lots: Governance, Security & Justice (Lot A); Conflict Prevention, Stabilisation and Peacebuilding (Lot B); and Defence Support Services (Lot C). In 2016/17 a total of 48 contracts were tendered through the CSSF Framework with a total value of £115m. Not all commercial contracting uses the framework: some commercial contracts are too low value or require a wider pool of suppliers.

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The following sections provide examples of CSSF programmes supporting National Security objectives contained in the Strategic Defence and Security Review (SDSR) 2015.

### CSSF contribution to National Security Objectives: SDSR National Security Objective 1: Protect our people

The SDSR announced the “Conflict, Stability and Security Fund will have more resources and expertise to address the drivers of transnational threats to stability such as extremism, illegal migration and serious and organised crime.” In 2016/17 the CSSF provided £153m in support of this objective, facilitating a coordinated Government approach to protecting British nationals and tackling terrorism. Tackling these issues is important from the perspective of the UK national interest and they also contribute to building stability in the countries in which we work. Illustrative examples of this work are provided below.

#### Protecting the UK, Overseas Territories and British National Overseas (SDSR NSO Objective 1a)

Work in the UK’s Overseas Territories was brought into the CSSF in 2016. This is relatively small in the CSSF (circa £11m in 2016/17). Results achieved in 2016/17 include: production of comprehensive Security Needs Assessments for Overseas Territory governments on issues ranging from terrorism to coastal surveillance to illegal migration, which will be used to inform future programming; establishment of a Regional Network to improve the capacity of Police services in the Caribbean Overseas Territories and Bermuda Police Services to tackle firearm related violent crime; completion of a review of Search and Rescue at Sea operations against international obligations and law enforcement requirements, resulting in procurement of a maritime patrol vessel for Montserrat and the Cayman Islands; and a survey of Anguilla’s near-shore navigable waters, reducing risk and liability.

#### Combating extremism and terrorism (SDSR NSO Objective 1b)

Programmes in this area specifically target the drivers of radicalisation overseas and support to Counter-Terrorism. Wider work funded by the CSSF addresses conditions in which terrorism and violent extremism flourish, for example work to help fragile countries become more stable and secure. This broader work is covered later in the report.

The SDSR committed to the creation of “issue-focused cross-government teams to remove duplication, consolidate national security expertise and make the most efficient use of it across government.” Accordingly, in 2016 a new joint unit for international counter-terrorism strategy, reporting to both the Home and Foreign Secretaries, was created: the Joint International Counter Terrorism Unit (JICTU). The CSSF funds the majority of JICTU’s programme work, to the value of £12m in 2016/17, in support of the Government’s counter-terrorism strategy, CONTEST. Programme funds have improved aviation security in key locations; standards of criminal justice (investigation and prosecution); strength of borders and protective security; and responses to violent extremism. The overall objective is to address terrorist threats more effectively through human rights compliant approaches.

The role of women and girls in relation to violent extremism has been less visible than men’s and, together with gender identity issues informing violent extremist groups and behaviours, is often overlooked.<sup>3</sup> The CSSF funds innovative work in this space. For example, in 2016/17 CSSF funded work in the North Caucasus focussed on enhancing civil efforts towards the prevention of radicalism and extremism involving young women and girls. The project stimulated public debate and awareness of radicalisation, women’s rights and gender-based violence through a media campaign. This included 20 programmes on local radio and TV, and expanded and improved the psychosocial support system provided for women and girls most at risk of terrorist recruit.

#### Serious and Organised Crime (SDSR NSO Objective 1f)

Poor governance, poverty, insecurity, corruption, instability and fragility of state institutions are both causes and consequence of serious and organised crime. CSSF funding has facilitated the expansion of the **UK’s National Crime**

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<sup>3</sup> Ladbury, S. (2015). Women and Extremism: The Association of Women and Girls with Jihadi Groups and Implications for Programming. Paper prepared for DFID and the FCO. Gender denotes both the specific experiences of women and girls, and the wider gender relations and dynamics that shape human experience, including development, peace and security outcomes.

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**Agency's (NCA)** work overseas focusing on the key serious and organised crime threats which impact upon the UK and our interests. Results have been striking. For example, in West Africa, successful activities undertaken by UK-mentored partners in 2016/17 included: dismantling of two child-trafficking rings; the seizure (in separate operations) of 2.7 tonnes of cannabis and 230kg of counterfeit gold and the recovery of approximately USD \$250m-worth of counterfeit currency; the first successful major safe-guarding operation, during which a group of Nigerian girls trafficked into prostitution at mining sites in Mali were safeguarded and four traffickers arrested. 41 victims were repatriated to Nigeria into the protection of the UK supported and CSSF-funded Joint Border Task Force.

The UK **Crown Prosecution Service** has a network of prosecutors based overseas who assist UK-based prosecutors on international cases, and provide assistance to UK, partner country and international partners to deliver improved prosecutions at home and abroad. CSSF funding has expanded the footprint of these Criminal Justice Advisors and contributed to the domestic security of the UK: in East Africa CSSF funding enabled the CPS to play a key role in the [largest cocaine seizure \(worth £512 million\) in UK history](#) in July 2016.



**Figure 4:** The vessel smuggling cocaine was boarded by a team from the Royal Navy frigate HMS Somerset and the Border Force.

Further examples of activity in 2016/17 include: CPS work in East Africa built capacity to share, for the first time, information and evidence in a UK/Kenya linked Daesh investigation which led to a guilty plea in a UK prosecution, removing the need for an expensive and lengthy trial. A **HMRC** programme providing, equipment and capacity building training to local law enforcement in Montenegro, who assisted in the identification of an illicit tobacco factory where 80 million cigarettes were seized.

### Migration and Modern Slavery

In the summer of 2015 as the Migration crisis unfolded, NSC strategies in Africa and the Middle East were revised. The NSC also authorised the release of crisis funding for the Organised Immigration Crime (OIC) Taskforce of £7.62m. Throughout 2016/17 the crisis and the NSC's focus has continued. CSSF

funding on Migration has trebled as a result. Thanks to UK support (£1.7m) delivered via the International Organisation for Migration, over 1,200 vulnerable migrants have been assisted in returning to their home countries since October 2016, and we are contributing to improving human rights compliance in a small number of key migrant detention centres.

In 2016/17 the CSSF also funded the UK law enforcement response to the migration crisis, the NCA-led Organised Immigration Crime Taskforce (Project INVIGOR), for £14.1m. The multi-agency Taskforce, which incorporates officers from the NCA, Immigration Enforcement, the CPS, Border Force and Home Office, works to undermine the business model of organised crime groups who facilitate illegal migration by tackling organised immigration crime in source, transit and destination countries. By the end of FY 2016/17, the work of the Taskforce had led to 63 disruptions of organised immigration crime groups thanks to intelligence developed, capacity-building delivered and joint investigations pursued by INVIGOR officers operating across 17 countries. INVIGOR assets have also contributed



**Figure 5:** INVIGOR activity led to the arrest of 18 people as part of an international investigation into the smuggling of illegal migrants from Greece into Italy and the rescue of 112 migrants after being found in this cave.

significantly to other successful disruptions by supporting wider law enforcement efforts. One investigation in December 2016 led to the arrest of 24 members of an organised immigration crime group across Greece and the UK, and the dismantling of four forged document workshops in Greece. The CSSF also funds a range of work on migration at a country level, including funding support to IOM in Egypt, which has set up the first ever 'Migration Analysis Unit' within CAPMAS (Egypt's national statistics agency). The purpose of the unit is to improve the collection of migration data and analyse migration data and trends.

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## Crisis Response and Resilience (SDSR NSO Objective 1g)

The CSSF can respond rapidly to rising instability. Interventions can be redirected to reflect changes in policy within an existing programme, or via an application to the CSSF Rapid Response Mechanism (RRM) for non-ODA eligible activity and/or the ODA Crisis Reserve. The RRM and the ODA Crisis reserve are available to fund specific, urgent and discrete interventions of less than 12 months duration which could not have been planned for. Crisis funding was accessed three times during 2016/17:

1. Search and Rescue Vessels (£14.3m from ODA crisis reserve) in this
2. Migration Liaison officers in Turkey and Greece (£2.3m from RRM)
3. Somalia Stabilisation and AMISOM support package (£7.24m from RRM)

This accounts for the bulk of the £25m spent supporting this National Security sub-objective.

### Reprioritisation

The release of new funding is not the only way to identify funds for evolving circumstances. The CSSF also supports reprioritisation in year as appropriate. Examples of reprioritisation in 2016/17 include the decision to redirect £4m of funding in-year to support activity around the liberation of Mosul. Here, flexible funding by CSSF across different activities enabled the UK to remain responsive to the changing situation on the ground.

### Resilience to Crisis

In several contexts the CSSF funded activity to improve crisis management by our partners overseas. For example, funding development of crisis management capability in **Georgia**, including helping to design a crisis management centre and run crisis exercises. FY16/17 the Crisis Management Centre was used three times to coordinate the government's crisis response, responding to: clashes in Nagorno-Karabakh (April 2016); the terrorist attack at Istanbul airport (June 2016); and riots in Batumi (March 2017).

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## National Security Objective 2: Project our Global Influence

The bulk of CSSF funded activity falls under this objective, covering a range of work from improving accountability and effectiveness of security actors overseas to supporting peace processes. The value of this work was circa £957m in 2016/17.

### Allies, partners and global engagement (SDSR NSO Objective 2b)

The role of state security and justice actors, such as the military, police and the courts in fragile and conflict-affected countries, can directly impact conflict, governance and development. By investing in reforms to the police, military, justice and prisons, as well as engaging with community providers of security and safety, the CSSF supports the ability of countries emerging from fragility to respond effectively to local security issues, thereby reducing the risk to the UK and our interests overseas.

#### CSSF funded programmes

The CSSF funds significant work on promoting accountability and capacity of security actors. For example, in 2016/17, the CSSF funded UK military and civilian advice and expertise, direct mentoring and training to the Afghan Ministries of Defence and of Interior Affairs, and the Office of the National Security Council and the Afghan National Army Officer Academy. In 2016/17, 999 recruits graduated from the Academy. The programme also supported rule of law through substantial contributions to police salaries and reform and advice and training in the Ministry of the Interior focused on tackling corruption and improving control systems. As of September 2016, 90% of police salaries were being paid directly to individuals through electronic funds transfer, thereby reducing the risk of corruption. The MOD also provides critical support to enable these activities, and the 'Train, Advise, Assist' activities of other NATO nations in Kabul, by leading the Kabul Security Force (KSF), which provides security for NATO personnel based within the capital. The MOD also maintains a detachment of Puma helicopters to provide transportation of UK and NATO advisors.

CSSF-funded assistance enabled the Ukrainian Ministry of Defence to reform its military and veteran housing system, which had struggled with inefficiency and corruption. As a result, the Ukrainian MoD has spent £12m (of Ukrainian funds) on housing for military personnel and veterans which had previously been at risk. The UK provides defensive and non-escalatory training to the Ukrainian Armed Forces (UAF) under Operation Orbital. Support primarily focuses on, but is not limited to, medical, logistics, infantry training and operational planning. The UK had directly trained over 5600 members of the UAF by the end of FY16/17.



Figure 6: CSSF funded MOD run IED training for troops deployed to Somalia.

Additional work funded by the CSSF in 2016/17 includes activity in Somalia focussed on improving the operational capability and the professionalism of both the African Union Mission (AMISOM) and the Somalia National Security Forces (SNSFs). In 2016/17 the CSSF funded regular stipend payments to around 3,000 Somali National Army personnel, allowing the Somali military to carry out operations against Al-Shabaab, and supported the development of a Mogadishu Security plan, used as a framework to organise security during the 2016 elections. The CSSF has also supported the creation of additional training capacity at the International Humanitarian and Peace Support School in Nairobi to train regional troops deploying to Somalia in tactics to counter Improvised Explosive Devices (IEDs). In 2016/17 the centre trained over 400 troops.

#### The Deployed Military Assistance Pool (DMAP)

The Deployed Military Assistance Pool (DMAP) exists to provide initial funding for emergent military activity in support of the UK's security, diplomatic and aid priorities as endorsed by the NSC. In 2016/17, ring-fenced funding in the CSSF was £50m, all non-ODA. Activity funded from the DMAP includes the UK contribution to counter illegal human trafficking in the Aegean, military planning assistance to allies and International Organisations, support to allies' operations in Africa, initiating the UK contribution to NATO's enhanced Forward Presence in the Baltic States, and counter-Daesh activity. Detailed financial reporting is provided in the MOD's annual report and accounts.



# CSSF Annual Report 2016/17

## Strengthening the rules-based international order and its institutions (SDSR NSO Objective 2c)

In addition to responding in a crisis, the CSSF funds longstanding and ongoing activity to address instability overseas. Conflict and instability affects the prosperity and security of neighbouring countries, as illustrated by conflict in Syria and Iraq. Instability also undermines affected countries' prospects for poverty reduction and economic growth. The largest spend by the CSSF in this space is on peacekeeping.

### **Cost-efficient peacekeeping**

The financial burden of maintaining global security and stability is shared across UN members. In 2016/17 the UK's mandatory contribution to Peacekeeping, funded by the CSSF, was £351m. This pays for military, police and civilian personnel who work to deliver security, political and early peace-building support and is an important expression of the UK's support. As of 2016, the UK is the sixth biggest contributor.

### Responding to changing circumstances and new priorities

In addition, in 2016/17 the CSSF provided a further £15m to fund the doubling of the UK's troop contribution to peacekeeping through two new deployments: 70 UK military personnel to support the UN Support Office in Somalia (UNSOS), which provides essential logistical support for the African Union Mission (AMISOM); and approximately 370 UK military personnel to provide support to the UN Mission in South Sudan (UNMISS). The CSSF also provided £18m to fund the deployment of approximately 270 British troops to the United Nations Peacekeeping Force in Cyprus.

### Improving efficiency, effectiveness and accountability

In 2016/17 the CSSF funded the Strategic Force Generation and Capability Cell in the UN Department of Peacekeeping Operations to generate pledges and deployment of uniformed peacekeeping personnel from Member States. CSSF funding enabled the Cell to secure pledges of 274 military and police units from 65 countries. 23 units have already been deployed.

The CSSF also funded work to address sexual exploitation and abuse (SEA) by Peacekeepers, including mandatory pre-deployment SEA training for all UN staff and expanded vetting of UN personnel. Through bespoke CSSF-funded training, the UK has been able to raise awareness, promote accountability and build capacity of the soldiers, police and civilians deployed to UN/African Union Peace Support Operations. The MOD trained 375 military officers, including 147 women on prevention of sexual and gender based violence prior to deployment in Somalia, South Sudan and DRC. The UN has recognised the positive contribution this has made for Malawian and Zambian contingents deploying to DRC and Central African Republic and has specifically singled out the Zambian contingent for their exemplary behavior on operations.

### Supporting the contribution of others, reducing the burden of the UK

In addition to funding peacekeeping obligations directly, in 2016/7 CSSF funded MOD work to support Kazakhstan's commitment to the UN on contributing peacekeeping troops. As a result, Kazakhstan is on track to achieve readiness in 2017 for a future UN peacekeeping deployment. The CSSF also funded the provision of UK military and civilian expertise to build the capacity and impact of EU training missions. In Mali, for example, in 2016/17 a total of 34 personnel helped train the Malian Armed Forces on International Humanitarian Law and Gender issues.

# CSSF Annual Report 2016/17

## Women, Peace and Security

In addition to mainstreaming gender sensitivity, the CSSF also funds targeted programming in support of Women and Girls.

### Supporting Participation and Leadership

The inclusion of women in peace processes has been shown to enhance their success. In 2016 the CSSF provided funding to the UN Global Acceleration Instrument, which aims to support women's participation, leadership and empowerment in peace and security settings and humanitarian response by providing finance and locally deployed expertise. In Burundi, a network of over 500 women mediators has partnered with 2,900 local networks to prevent local violence, dispelling false rumours and mitigating the ongoing political crisis on populations. Over 600,000 people participated in 7,063 dialogues at provincial, municipality and community levels on sensitive issues. This included rape as a tactic of war, land conflicts, and the reintegration of returnees. CSSF funding of the UN Mission in Libya supported women's participation in the Libyan Political Dialogue and Constitutional Drafting process, by launching a separate women's track to ensure regular consultation with activists, and by organising a conference for 38 women's groups which led to the development of the Libyan Women's Agenda for Peace.

In Yemen the CSSF supported a project working with the Yemeni Women Pact for Peace and Security to promote and increase Yemeni women's leadership, advocate for their participation and inclusion in official peace processes, and enhance gender equality in peace-building and reconstruction. It now has the official status of a consultative body for the UN Secretary General's Special Envoy for Yemen. In Pakistan, CSSF funding has supported the establishment of female community organizations to support women's inclusion in decision making around rebuilding communities in the Federally Administered Tribal Areas (FATA), on Pakistan's north-west border with Afghanistan. By the end of FY16/17 the number of community organisations increased from 6 to 23. In the Western Balkans, the CSSF has assisted Macedonian armed forces to meet their commitment to integrate women in the areas of peace and conflict resolution. This included production of a guidebook for local governments and bringing civil and military decision makers to agree an action plan on the role of women in conflict.

### Threats to and protection of women



Figure 7: Victims of sexual violence testifying anonymously in court in Eastern DRC.

Women and girls are the main victims of sexual violence during war and are often left the most vulnerable. The UK continues to lead the Preventing Sexual Violence in Conflict Initiative (PSVI) and CSSF funding has supported this. In 2016/17 the UK was the second largest donor to the UN Team of Experts which seeks to assist governments to strengthen capacity to address impunity for conflict-related sexual violence and provide protection for survivors. The Team worked with governments in a number of countries including: Colombia, where the Team have ensured that the Peace Process includes accountability for sexual violence crimes in discussions and outcome documents; Côte d'Ivoire, where the Team helped strengthen the national army response to sexual violence crimes (reported cases of sexual violence have decreased from 180 cases noted in December 2014 to 34 in 2016) and Guinea, where deployment of the

team of experts has resulted in the comprehensive documentation of cases of high ranking officials committing sexual violence crimes in 2016. CSSF funding also enabled the UN Peacebuilding Fund to establish gender focal points in police commissions in Mali. Together with improved services to victims of gender-based violence, this project resulted in a dramatic increase over the past year in the number of gender based violence cases being taken up by judicial courts, from 1% to 14%.

In addition to supporting the UN, the CSSF also funds initiatives in countries directly. In DRC in 2016/17 the CSSF supported the provision of free legal assistance to 269 victims of international crimes, of which 179 were women - mostly victims of sexual violence. The CSSF supported lawyers representing the victims in a case which saw the conviction of two FDLR combatants for war crimes, including sexual violence crimes. This prosecution resulted in more than 100 victims being awarded compensation.

# CSSF Annual Report 2016/17

## Tackling conflict and building stability overseas (SDSR NSO Objective 2d)

Conflict destroys lives and economic opportunities and makes the world less secure. The Global Peace Index 2017 assessed that the economic impact of violence on the global economy in 2016 was \$14.3 trillion in purchasing power parity terms, or 12.6% of the world's economic activity.<sup>4</sup>

### Tackling conflict

2016/17 saw the sixth year of conflict in Syria and the situation remained extremely violent. CSSF funding was targeted to support basic security, lay the foundations for recovery and support for a political settlement. Programming for basic security included support of the moderate Free Syrian Police, including helping the establishment of 80 police stations in 2016/17. In addition, CSSF funding helped train and equip the Syria Civil Defence, the White Helmets, to carry out search and rescue, fire-fighting and first aid. Over 3,000 volunteers have been trained and over 85,000 lives have been saved. CSSF support for a political settlement included support to the political opposition at the Geneva talks and support to Syrian civil society, activists and community leaders to help support dialogue to resolve community level disputes.



Figure 8: The White Helmets in Syria.



Figure 9: CSSF funded border post helping secure the border with Syria.

CSSF funding has also enabled the UK to respond to regional consequences of the Syrian conflict. More than 80% of the approximately 660,000 Syrian refugees in Jordan live in ordinary towns and villages. The consequent sudden increase in population has contributed to a decline in the quality of life for host communities; tensions within communities and between residents and the Government of Jordan have increased and aggravated risks to Jordan's overall stability. In 2016/17 the CSSF helped address these challenges by investing in infrastructure projects

as well as giving Jordanian and Syrian populations the tools to foster social cohesion

and resolve conflict. CSSF funding enabled 46 community leaders to receive training in conflict management skills and supported 92 community based activities designed to promote cohesion.

In Lebanon, in addition to work addressing pressures on the education system and on basic service delivery caused by the influx of around 1.5 million Syrian refugees, in 2016/17 the CSSF also helped to maintain the territorial integrity of Lebanon from threats in Syria. This involved training the Lebanese 3<sup>rd</sup> Land Border Regiment, who physically secured an additional 20% of the Lebanese-Syrian border (resulting in 70% coverage).

### Building stability

It is in the UK's interest to support countries as they move away from conflict and build sustainable peace. Peacebuilding interventions can vary significantly, from supporting formal high-level peace processes to promoting grassroots reconciliation. Post-conflict recovery interventions can focus on strengthening governance and democracy or dealing with the aftermath of violent conflict through supporting transitional justice processes or removing dangerous remnants of war such as unexploded ordinance.

<sup>4</sup> See <http://visionofhumanity.org/app/uploads/2017/06/GPI-2017-Report-1.pdf>

# CSSF Annual Report 2016/17

## Support to peace processes

The CSSF has enabled the UK to move quickly to support negotiations between the Colombian Government and the Revolutionary Armed Forces of Colombia (FARC). In October 2016 the CSSF supported negotiations that led to the final Peace Agreement signed on 24 November. One of the ways this was achieved was through CSSF support of a Colombian Government communications strategy to inform Colombians about negotiations, important changes in the revised peace agreement and how it would be implemented. Since the final peace agreement, CSSF funding has supported the work of the UN and Colombian Government's efforts to deliver practical implementation, including the process of the FARC laying down their arms. By the end of March 2017, over 7000 FARC members had assembled in 26 transition zones to hand weapons to the UN and begin the transition to civilian life. CSSF funding also enabled the Government to quickly recruit and deploy field officers shortly after the signing of the peace agreement, to act as liaison between the FARC, local government and the communities. They have played a crucial role in helping the Government respond to the needs of communities and the FARC.



Figure 10: Colombia Transition Zone.

In addition, CSSF funding enabled the UK to be the largest founding donor of a Joint Peace Fund (JPF) to support the peace process in Burma. In 2016 the JPF provided essential financial support to ensure a more inclusive re-launch of the peace process by Aung San Suu Kyi. Funding has also been used to support government capacity at the national peace centre and to enable ethnic groups to participate in peace talks. To help build an inclusive peace process the UK has provided technical advice directly to all groups, including the NLD government, the Tatmadaw and the Ethnic Armed Organisations. This expertise and facilitation has been independently evaluated and found to be playing an instrumental role in moving the peace process forward

Through the CSSF, the UK has also funded the Organisation for Security and Cooperation in Europe (OSCE) Special Monitoring Mission to Ukraine, a civilian unarmed mission mandated in 2014 to reduce tensions and foster peace. In 2015 the mission was tasked to monitor ceasefire violations and the withdrawal of proscribed weapons. The CSSF enabled the UK to meet a commitment to provide 10% of monitors.

## Community safety and resilience



Figure 11: A cross border community consultative meeting in Nyangatom Village in Kapoeta State South Sudan.

In South Sudan, CSSF funding has supported a conflict, early warning and early response system in three states. Recent external evaluation findings show that this has made a positive contribution in reducing violent conflicts at local level and building stronger community relationships. Stakeholders at State and County levels have reported significant reduction in large-scale cattle raids and large-scale communal conflict. Further, CSSF funding has improved women's capacity to participate in peace and conflict initiatives at the grassroots and national levels. The State and National Level Governments have recognised the crucial role played by the early warning and response mechanisms and offered their political will and support.

## CSSF Annual Report 2016/17



The CSSF has funded conflict prevention and management training for 770 security providers and 117 peace dialogues with at least 5,600 community members in the borderlands of Kenya and Uganda and Kenya and Somalia. Results include reports of increased trust between community members and security providers and improved cross border collaboration and intelligence sharing between security agencies. Evidence suggests it has contributed to a reduction in incidences of conflict among communities living across these regions including threats of Al-Shabaab (Kenya/Somalia border), pastoral related conflicts and gun trafficking in the region.

Figure 12: Dialogue meeting between National and County Security teams and Community in Mandera Kenya.

A CSSF funded project aimed to reduce conflict between vulnerable communities in the shared border area of Kyrgyzstan and Tajikistan has rehabilitated 20 Soviet-era irrigation and pasture infrastructure sites. Strong local commitment was shown by communities' contribution of their own funds for the initiative. The project also increased the availability of irrigation, drinking water and income for 40,000 households in conflict-prone, multi-ethnic border communities. In addition, it promoted better and more equitable management practices amongst the current and next generation of users.

The creation of a safe environment in which a local population can return to their normal lives is essential to protect communities and support peace after conflict. In support of this objective, the CSSF has funded removal of landmines and Explosive Remnants of War. In Sri Lanka, CSSF funded teams cleared 141,055sqm by March 2017. 280 anti-personnel (AP) mines were found and destroyed, along with 5 anti-tank (AT) mines, 130 items of unexploded ordnance (UXO) and 488 items of small arms ammunition (SAA). In Ukraine, a community-centred mine survey and clearance programme has supported the humanitarian and recovery needs of populations affected by remnants of war. There were 5,500 direct beneficiaries and 60,000 indirect beneficiaries of their clearance operations during 2016/17.